Oregon, and the country west of the Missouri. But, as they have not yet been received, no definite information can now be given as to the precise character of their stipulations.

In New Mexico many depredations have been committed on the inhabitants by the warlike tribes of Apaches and Camanches, notwithstanding their treaty obligations to abstain from all such aggressions. Hostile incursions have also been made by them into the territory of Mexico, and many citizens of that Republic have been carried as captives into the Indian country. The agents of the United States in that quarter have used every means in their power to prevent these outrages, but without success. It may therefore become proper to bring the military power of the country in aid of the civil authority in teaching these lawless bands to respect the rights of our citizens and those whom we have engaged to protect.

The acquisition of New Mexico and California and the rapid expansion of our settlements in Oregon and Utah have given increased importance to our Indian relations, and may render a change in our whole policy in regard to them necessary. Heretofore, our settlements being confined to the eastern portion of our continent, we have been gradually forcing the Indian tribes westward, as the tide of population flowed in that direction. By this means they have been accumulated in large numbers on our Western frontier. The results have been injury to the Indians by crowding them together in such numbers that the game is insufficient for their support; and injustice to the Western States, whose security is endangered by the proximity of their savage neighbors. But, since the acquisition of California and Oregon and the establishment of large settlements on the coast of the Pacific and in Utah, a new flow of white population is advancing upon them from the West. The pressure is therefore increasing upon them from both sides of the continent. On the north and the south they are also hemmed in by civilized communities. They are thus encompassed by an unbroken chain of civilization, and the question forces itself upon the mind of the statesman and the philanthropist, what is to become of the aboriginal race? This question must now be fairly met. A temporizing system can no longer be pursued. The policy of removal, except under peculiar circumstances, must necessarily be abandoned. And the only alternative left is to civilize or exterminate them. We must adopt one or the other. A just, humane, and christian people cannot long hesitate which to choose; and it only remains to decide upon the means necessary to be adopted to effect the contemplated revolution in the Indian character and destiny. It is a great work, and will require time for its accomplishment; but it can, and I believe will, be achieved. It must be commenced by substituting kindness for coercion; by feeding and clothing them, rather than warring upon and driving them from their territory.

It cannot be denied that most of the depredations committed by the Indians on our frontiers are the offspring of dire necessity. The advance of our population compels them to relinquish their fertile lands and seek refuge in sterile regions which furnish neither corn nor game for their subsistence. Impelled by hunger, they seize the horses, mules, and cattle of the pioneers to relieve their wants and satisfy the cravings of nature. They are immediately pursued, and when overtaken severely punished. This creates a feeling of revenge on their part, which seeks its gratification in outrages on the persons and property of peaceable inhabitants. The whole country then becomes excited, and a desolating war, attended with a vast sacrifice of blood and treasure ensues. This, it is believed, is a true history of the origin of most of our Indian hostilities. To avoid results like these, I would respectfully recommend that appropriations be made to buy food and clothing to supply their immediate wants; that they be permitted to retain suitable portions of their present territory, which should be set apart for their exclusive use and occupation; that they be furnished with implements of husbandry and domestic animals and encouraged to engage in agricultural and pastoral pursuits, and to rely on the products of their labor, instead of the spoils of the chase, for the support of themselves and their families.

The great obstacle to success, which must be met and overcome in the outset, is their nomadic mode of life. All history admonishes us of the difficulty of civilizing a wandering race who live mainly upon game. To tame a savage you must tie him down to the soil. You must make him understand the value of property and the benefits of its separate ownership. You must appeal to those selfish principles implanted by Divine Providence in the nature of man for the wisest purposes, and make them minister to civilization and refinement. You must encourage the appropriation of lands by individuals. Attach them to their homes by the ties of interest; teach them the uses of agriculture and the arts of peace, and make them learn to substitute beef and pork and mutton as their food for the deer and the buffalo. Mildness must supplant force. Their self-respect must be stimulated, and manual labor schools introduced among them; and they should be taught to look forward to the day when they may be elevated to the dignity of American citizenship.

By means like these we shall soon reap our reward in the suppression of Indian depredations; in the diminution of the expenses of the Department of War; in a valuable addition to our productive population; in the increase of our agriculture and commerce, and in the proud consciousness that we have removed from our national escutcheon the stain left upon it by our acknowledged injustice to the Indian race.

To some these suggestions may seem chimerical. Many regard the Indians as an inferior race and incapable of civilization; and on this fatal error our policy in regard to them has been based. The history of Powhatan, and Logan, and Cornstalk, and Oceola are sufficient to disprove it. But, were further evidence wanting, it might be found in the archives of this Department, among the records of the interviews and discussions between Mr. Jno. R. Bartlett, the commissioner engaged in running the boundary line between the United States and Mexico, and the chiefs of the tribes on that frontier. In elevation of sentiment, clearness of statement, force of reasoning, fervor of eloquence, and dignified yet touching pathos, these extemporaneous effusions of the untutored sons of the forest will bear a favorable comparison with the more studied harangues of our educated orators.

The condition of the tribes residing in New York furnishes a striking illustration of what the policy I have indicated can accomplish. We find them living in the midst of a civilized community, pursuing the ordinary vocations of social life, cultivating their farms, accumulating property, educating their children, and fulfilling all the duties of good citizens.

The Cherokees, Chickasaws, Choctaws, and Creeks, in the southwest, also, although more removed from immediate contact with the whites, under the influence of the wise and humane policy which has been pursued towards them, are gradually adopting the usages and industrial pursuits of our citizens, and begin already to exhibit a just appreciation of the principles of civil liberty. With these noble examples before us, we should avail ourselves of the instruction which they afford, and lose no time in applying the same means for the regeneration of the savage tribes of the interior.

The laws regulating trade and commerce with the Indian tribes in general not being in force in Texas, our Indian relations in that State still continue in an embarrassed condition. To enable the Department to exercise the necessary authority over the Indians in Texas it is indispensable that a suitable country should be set apart for their exclusive occupancy, where measures may be introduced for their gradual civilization and improvement.

The subject of our Indian affairs in Texas has been adverted to in the annual reports of the Department and those of the Indian office for several successive years past, and I recommend that the attention of Congress be again and earnestly invited to it.

Judicial Expenses.

The law having devolved on the Secretary of the Interior a supervisory power over the accounts of marshals, clerks, and other officers of the courts of the United States, my attention has been turned to the various acts of Congress on that subject and the usages which have grown up under them. The first thing which attracted my notice was the rapid increase of the expenses of the judicial department, which, as will be seen by the annexed table, (A,) bears no just proportion to the increase of the population and business of the country.

Upon examination, I found that the laws regulating the fees of the ministerial officers of the courts are obscure, conflicting, and, as a whole, incomprehensible. Different constructions have been given to them by different judges, and the consequence is that the compensation in some States is inadequate, and in others extravagant. In some instances the fault is in the law; in others it is in its administration.

With the view of presenting the whole subject more fully than I could do in the limits of this report, I addressed a letter to the First Comptroller of the Treasury, requesting him to make a communication to me in writing, embodying a review of all the laws regulating the fees of officers of the courts, and of the modes of charging under them in different States, together with such amendments as he might deem necessary. This has been accordingly done, and it is now submitted with this report.

The first law regulating fees is the process act of September 29, 1789, which was temporary, and soon expired by its own limitation. The second was the new process act of May 8, 1792, the 3d section of which, regulating the fees of marshals, clerks, and attorneys, was repealed by the general law of February 25, 1799, which was the third act on the subject, and is now in force. It contains a partial bill of fees for marshals and one for attorneys in admiralty causes, in addition to a per diem of five dollars for attending court, and a small annual salary. It allows clerks also a per diem of five dollars, and for their services the same compensation as is allowed to the clerks of the supreme courts of the States respectively, with one-third added thereto. Attorneys and marshals are allowed in many cases the same compensation which is allowed to attorneys and sheriffs in the State courts, without any addition thereto. The fee bills of the respective States were thus made the standard by which the fees of the officers of the United States courts were to be computed. At the time this law was passed there were but sixteen States in the Union, in all of which fees were prescribed by law. Since that date fifteen new States have been admittted, in many of which there are no fees prescribed by law for attorneys, and in others they are inadequate in amount.

In most of the older States the fee bills have been changed from time to time, and in some of them very liberal allowances have been made to officers. A question has therefore arisen, whether the law of 1799 (the terms of which are in the present tense) shall be construed to refer to the fees allowed in the respective States at the date of the act, or to have a prospective relation to the changes subsequently made. In some of the older States it has received the former construction, and in others the latter. The more general practice, however, is to give it a prospective operation. Under this construction in those States where the allowances to their officers is liberal, and the business in the United States courts large, the compensation to the officers of those courts became extravagant. To remedy this evil a proviso was inserted in the general appropriation act, approved March 3, 1841, to limit their fees, in cases where their aggregate compensation exceeded $1,500, to the fees allowed by the State statutes to attorneys, sheriffs, and clerks for similar services. Difficulties having been experienced in administering this law, because it could not be known until the end of the year whether the compensation of the officer would exceed $1,500 or not, and it was therefore impossible for him to tell by what rule he should graduate his charges, a proviso was inserted in the appropriation act of 1842 requiring all those officers to return semi-annual accounts of their emoluments, and limiting the charges in all cases in the districts of New York to those allowed by law to the officers of the highest courts of original jurisdiction in that State. Some judges have held that the proviso in the act of 1841 was temporary in its character and expired by limitation. Others have held that it was repealed by the proviso in the act of 1842, and consequently that the act of 1799 furnished the only standard for calculating their fees; and thus the whole subject is involved in confusion and difficulty, and the practical effects are inequality and injustice.

The report of the Comptroller exposes many ingenious devices by which exorbitant compensation has been obtained by marshals, attorneys, and clerks, to which I invite your particular attention. It will be seen that attorneys have in some instances received as many as TWELVE RETAINING FEES in the same cause! and a like number of fees for making out briefs and coming to court prepared for trial. In one case a district attorney and his predecessor received an aggregate of fees in a single criminal prosecution of near five hundred dollars, when in some of the States he could by no possibility have received more than twenty dollars for the same service, and in others not so much.

In some States the practice prevails of sueing out a habeas corpus to bring a prisoner from the jail into the court, and a formal warrant to return him to jail again; and if the trial continues a week, similar proceedings are instituted from day to day. So also, when witnesses are committed to custody in default of surety for their appearance, they are brought out from day to day, as often as they may be needed to testify, and returned again to prison by the same complicated and expensive proceedings.

As a further illustration of the confusion of the law in regard to the fees of officers of the courts, I will state a single example: The law establishing courts in New Mexico and Utah provides in substance that the attorneys in those Territories shall receive the same fees and salary as the attorney for the Territory of Oregon. Upon turning to the act establishing courts in Oregon, it is found that the attorney for that Territory was to receive the same fees as were allowed to the attorney for the late Territory of Wisconsin; and on examining that act it is found that that officer was entitled to receive the same fees and salary as the attorney for Michigan Territory, which are described in the act of February 27th, 1813, creating the office of Attorney of the United States for each of the Territories, as being "*the usual fees of office,*" and an annual salary of $250. Here are five references for attorneys' fees in the Territories of New Mexico and Utah which utterly fail to lead to any satisfactory result for want of certainty, and so it is with regard to the fees of attorneys and clerks in Minnesota and Oregon. In the Territory of Michigan the statutes allowed attorneys no taxable fee or costs, and the Comptroller states that none therefore could be allowed, according to law, in the Territory of Wisconsin, and that none can be allowed to the attorneys in Minnesota, Oregon, New Mexico, or Utah.

I might proceed to point out many other defects, obscurities, and incongruities in the laws, and many flagrant abuses which have grown up under them; but, as there has doubtless been enough said to call the attention of Congress to the subject, I shall content myself with a reference to the report of the Comptroller for more full and detailed information. Enough will appear from that to warrant the recommendation that all the laws relating to fees be promptly and carefully revised, so as to secure uniformity in compensation and to prevent future abuses. Justice and true economy require that the compensation of all public officers should be sufficient to command the services of men of talent and character. But it should be uniform in all parts of the Union, having proper reference to the expense of living and the amount of service. In no event should there be such disparity as now exists, nor should the compensation allowed to mere ministerial officers bear such disproportion to that of the judges. As far as practicable the compensation of attorneys should be made by fixed salaries, and in civil suits the fees of clerks and marshals should be about equal to the average of the fees allowed to State officers for similar services, but uniform in all the States, even should it be found necessary in some cases, where the aggregate may not yield sufficient compensation, to make up the deficiency out of the Treasury.

Every facility should be afforded to suitors to assert their rights in the courts of the United States. The exorbitant fees which now constitute an almost insuperable obstacle to seeking redress of injuries in those tribunals should be diminished.

The Federal Courts are daily increasing in their relative importance. The tribunals of the States, being more exposed to the influence of local prejudices and popular excitement, less confidence will be felt by non-resident suitors in their impartiality and independence; and when they have rights to assert or injuries to redress in a sister State, they will desire to seek their remedy in the courts of the United States.

Similar considerations suggest the propriety of a general revision of the salaries of the judges, with a view to render them more uniform and proportionate to the labor and responsibility of the office. The following table will show the amounts which they now respectively receive:

Table showing the salaries of the District Judges of the United States.

Districts.	Annual salary.
Maine	$1,800
New Hampshire	1,000
Massachusetts	2,500
Vermont	1,200
Rhode Island	1,500
Connecticut	1,500
New York, (Northern District)	2,000
New York, (Southern District)	3,500
New Jersey	1,500
Pennsylvania, (Eastern District)	2,500
Pennsylvania, (Western District)	1,800
Delaware	1,500
Maryland	2,000
Virginia, (Eastern District)	1,800
Virginia, (Western District)	1,600
Kentucky	1,500
Tennessee	1,500
Ohio	1,500
North Carolina	2,000
South Carolina	2,500
Georgia	2,500
Louisiana	3,000
Mississippi	2,000
Indiana	1,500
Illinois	1,500
Alabama	2,500
Missouri	1,500
Michigan	1,500
Arkansas	2,000
Florida, (Northern District)	2,000
Florida, (Southern District)	2,000
Texas	2,000
Wisconsin	1,500
Iowa	1,500
California, (Northern District)	3,500
California, (Southern District)	2,800

In many of the districts the compensation of the judge is less than that of the clerk or marshal, and in most of them it does not equal the professional income of an attorney of respectable standing. Men of distinguished ability and merit, unless they are in affluent circumstances, cannot afford, therefore, to accept a judicial appointment. A policy which produces such results cannot be founded in wisdom. Salaries, without being extravagant, should yet be high enough to command the services of the men best suited for public stations. The office of judge is, under all circumstances, one of great dignity and responsibility. The judges expound the law, and on the wisdom of their adjudications the security for life, liberty, and property mainly depends. It is quite as important to have an able and faithful administration of the laws, as that the laws themselves should be founded in wisdom; and one of the greatest calamities which can befall a country is to have an ignorant, corrupt, or incompetent judiciary.

The delicate nature of the functions which a judge of the courts of the United States has to perform renders his position one of peculiar interest and importance. His jurisdiction embraces not only cases affecting the rights of individuals, but also those involving the validity of laws passed by Congress and the States. None but men of eminent talents, character, and learning should be entrusted with powers like these. And in times like the present, when laws obnoxious to particular sections of the country are opposed by violence, and the authority of the courts openly set at defiance, no reasonable effort should be spared to secure the services of judges who have not only the ability to understand their duties, but the firmness to discharge them with fidelity. To obtain them, a just compensation must be paid. And I therefore recommend that such increase of the salaries of the judges be made as may be necessary to accomplish these objects.

In conclusion, I beg leave to say that in my opinion the public interests would be promoted by the passage of a law constituting the Attorney General the head of the department of justice, and making it his duty to seal and countersign all commissions for judges, marshals, and attorneys, and to exercise the supervisory and appellate control over all accounts connected with the expenses of the judiciary, which is now exercised by this Department.

Public Buildings and Grounds.

Various appropriations having been made by the last Congress for the improvement of the mall and other public grounds in this city, it was deemed proper to have a plan projected by a competent person, combining as far as practicable beauty of arrangement with utility. For this purpose the services of Mr. A. J. Downing, a gentleman distinguished for his judgment and good taste in the embellishment of pleasure grounds, were engaged. He has reported designs for grading, laying out, and planting with trees the mall and several of the public squares, some of which have been approved and partially executed. His plan for the improvement of the mall appears to me admirably adapted to carry into effect the views of Congress. That portion of it which applies to the grounds west of Seventh street, having been approved, is partially completed. But as the plan in regard to the section east of Seventh street involved a change in the location of a portion of the canal for which no appropriation had been made, you did not feel at liberty to give it your official sanction until the wishes of Congress should have been expressed in regard to it. The diagram, exhibiting the design in all its details, will be submitted to Congress; and I respectfully recommend its adoption, and that the necessary appropriation be made to carry it into effect.

The Treasury and Patent Office buildings have been neatly painted, in pursuance of the order of Congress. The work has been faithfully executed, and will doubtless prove to be a great protection to the walls against the action of the atmosphere.

The eastern wing of the Patent Office has been placed under the direction and control of Mr. Thomas U. Walter, the architect of the Capitol, and will soon be ready for use.

No appropriation having been made by the last Congress for completing the western wing, it remains as it was at the date of my last report.

I have caused a plan to be made out by Mr. Walter for its completion, accompanied by detailed estimates of the cost. This plan contemplates some changes in the original design, which will tend greatly to improve the beauty, stability, and convenience of the building. The plan and estimates will at the proper time be laid before the Committees on Public Buildings of the two houses of Congress. In my judgment the public interests require that appropriations should be made for the completion of that wing with as little delay as possible. The present means of accommodation for the public officers are insufficient in extent, inconvenient in their location, and insecure from danger by fire.

The office of the Department of the Interior is now kept in a rented building, which is ill-adapted to such purposes, and contiguous to private dwellings, which constantly expose it to casualties. The Pension Office is also in rented apartments in the fourth story of "Winder's Building."

The Indian Office is in the War Department, and occupies rooms which the head of that Department has assured me are indispensably necessary for the accommodation of his branch of the public service.

The Land Office is in the upper story of the Treasury building, where it is kept to the great annoyance of the Secretary of the Treasury, who is obliged to rent rooms in private buildings for the use of some of his bureaus. It is believed that the rent now paid for the use of inconvenient and unsafe buildings is nearly equal to the interest on the cost of constructing a new one in all respects suitable for the purposes of the Department. When to this fact are added the loss of time in communicating with the heads of the Bureaus, who are scattered through five or six buildings, some of which are more than a quarter of a mile distant from the office of the head of the Department, and the increase of expense occasioned by the employment of additional doorkeepers, messengers, watchmen, and laborers, it will be found that true economy will be promoted by the erection of a suitable building for this Department.

The eastern wing of the Patent Office, including the basement, contains thirty rooms besides the large saloon, two hundred and sixty-eight feet long and sixty-three wide, which is designed for the display of models. The Patent Office does not now, and probably will not for years to come, need one-third of these rooms. I propose, therefore, as soon as that wing is ready for use, to transfer to it the officers attached to the Department proper, and also those belonging to the Indian Bureau.

When the west wing shall have been completed, it should be appropriated, with the exception of the upper saloon, to the Land and Pension Offices. The War and Treasury Departments would thereby be relieved from the inconveniences to which they are now subjected, and all the bureaus connected with the Department of the Interior would be brought together under one roof. If in the progress of time the Patent Office should need more room, it could be supplied either by the construction of a building on the north side of the square, so as to complete the quadrangle according to the original design, or by withdrawing one or more of the bureaus to some other building. Many years, however, will probably elapse before such a withdrawal will become necessary. The demand for increase of room will be for the exhibition of models, and not for the accommodation of clerks; and, as the plan which I suggest contemplates the appropriation of two halls of the entire size of the wings for that purpose, it is hardly probable that they will be filled for twenty years to come.

Objection has been made to the occupation of any part of the Patent Office for purposes other than those for which it was originally designed. It is said that it was paid for out of the patent fund, and that it therefore belongs to the inventors. This objection rests upon a mistake both as to the facts of the case and the inference which is drawn from them. But, as it may possibly mislead some who are not conversant with the subject, it is proper to notice it.

It is not true that the cost of the Patent Office building has been paid out of the patent fund. On the contrary, it will be found, on a careful examination of the accounts, that but little more than one-eighth part of the cost of the principal building and two wings has been derived from the patent fund. But, if the facts were as represented, they by no means justify the inference derived from them.

The Government, for the encouragement of the talent and inventive genius of our citizens, grants, by patent, to the authors of books or inventors of new and useful improvements in machinery, &c., an exclusive ownership in them for a limited time. As a consideration for the franchises thus secured to them, the Government exacts from the patentees a fee or tax of thirty dollars, which is paid into the patent fund. When the inventor gets his patent he has received the consideration for his money, and the transaction is at an end.

The ground assumed by those who claim the Patent Office as the property of inventors, necessarily involves the proposition that they are entitled not only to their franchises but also to the price which was paid for them. Upon the same principle, the purchasers of public lands might claim a right to control the appropriation of the money which they paid for them; or the consumers of dutiable goods the privilege of regulating the expenditure of the revenue derived from customs.

Extension of Capitol.

Since the adoption of the plan approved by you for the enlargement of the Capitol, the work has been diligently prosecuted.

The foundations of both wings are now nearly completed, and if suitable appropriations be made by Congress at its approaching session no effort will be spared to push on the work with as much dispatch as may be consistent with its faithful execution.

The Census.

Returns have been received from the officers engaged in taking the census in all the States and Territories except California. Partial returns have been received from Utah and California, and the remainder are expected in a few days. This delay has prevented my making the apportionment of representation among the several States, as contemplated by the act of Congress approved 23d May, 1850. That act provides that so soon as the next and each subsequent enumeration of the inhabitants of the several States directed by the Constitution of the United States to be taken, shall be completed and returned to the office of the Department of the Interior, it shall be the duty of the Secretary of the Interior to ascertain the aggregate representative population in the manner prescribed by the constitution and the laws, and then proceed to ascertain the representative population of each State, and the number of representatives to which each is entitled.

The law further requires that the Secretary of the Interior shall transmit to the House of Representatives, and to the Executive of each State, without delay, a certificate under his seal of office of the number of members apportioned to each State.

It will thus be perceived that there are two conditions precedent to the performance of this duty. Before I can act the enumeration must be completed and returned to the office of the Department of the Interior. Until these conditions are performed I have no jurisdiction over the subject. I am not authorized to act upon partial returns, nor until they are officially made to the Department. Neither of these prerequisites having yet been complied with, I have not been able to make the apportionment. When the enumerations are completed and returned, no time will be lost in performing the duties devolved on the Department.

A large number of clerks are now engaged in classifying and arranging in a suitable form for publication the diversified statistical information furnished by the tables. It is believed that when completed it will be the most perfect work of the kind ever presented to the public. No pains have been spared to secure perspicuity of arrangement and accuracy of execution. To avoid the errors which have crept into former works of the kind, I have required that all the calculations and classifications should be made by responsible clerks in office, instead of being confided to females and other persons having no interest in the subject, as has been done on former occasions. This course has required the employment of more clerks on that particular service, but the small increase of expense thus incurred will be more than counterbalanced by the greater accuracy of the results.

Being desirous that this great national work should be rendered as perfect as possible in all respects, by the advice of the census board I authorized Mr. Joseph C. G. Kennedy, the superintendent of the census, to visit Europe during the past summer for the purpose of examining the systems of statistics of most of the enlightened nations of the world, and of obtaining from them and from personal communication with those most familiar with the subject all information which could be procured. He accordingly visited England, France, Belgium, Austria, and Prussia, and examined their official statistics, and had conferences with their public officers and others possessing the most extensive and varied knowledge of the subject. By these means he has gained information of much practical value in the arrangement of our own census for publication. He was also instructed to suggest to the proper officers of the respective Governments the propriety of adopting a uniform system of classification for all nations who were in the habit of making enumerations of their population and productions. At present the census of each nation is taken upon different principles, and the results are stated in different forms, so that it is impossible to institute a comparison of their relative progress in regard to any particular subject of inquiry. I proposed that each nation should suggest its plan for taking the enumeration of the population, productions, &c., and upon an examination of their respective advantages, a common system should be formed for general adoption. Uniformity being thus secured, it would be easy to make a comparison of their relative progress, and to deduce correct conclusions as to the causes which contributed to produce the different results. The suggestion was received with favor by many of the most eminent men of Europe, and a proposition has been submitted for a Congress of representatives from the principal nations of the world at Brussels in September, 1852, for the purpose of carrying it into effect.

Mr. Kennedy was also directed to inquire into the measures which had been adopted by the most enlightened nations of Europe for the development of their agricultural resources, and the agencies employed by them respectively for that purpose.

Upon all these points his report, which accompanies this communication, will afford much valuable information. The whole expense incurred by him in the performance of these important duties did not exceed one thousand five hundred dollars, being nothing more than his actual personal expenses.

In my last report I stated my belief that the sum already appropriated for paying the expenses incurred in taking the census and preparing it for publication would be sufficient for that purpose. It has been ascertained, however, that the additional sum of one hundred and fifty thousand dollars will be necessary, and I therefore respectfully recommend the appropriation of that amount for the completion of the work.

With the view of enabling Congress to form a just estimate of the importance and varied character of the information derived from the late census, and of the admirable arrangement of the tables, the superintendent has, with my sanction, caused the returns of Maryland to be printed for the use of the members of the two Houses. That State was selected, because, from its central position, and the character of its population, soil, productions, and industrial pursuits, its census presented the best illustration of the extent and practical utility of the information which has been gained.

Another object was to furnish a specimen of the style in which, according to my judgment, it ought to be published. Such a specimen will be of great value in contracting for the publication of the entire work by furnishing a standard by which the contractor will be governed in regard to the paper, printing, and general style of execution.

The Patent Office.

As the Commissioner of Patents reports directly to Congress, it is unnecessary for me to present a review of the operations of that Bureau. There is one point, however, on which I deem it my duty to offer some explanation.

The Industrial Exhibition which was opened in London in the month of May naturally attracted much attention in this country. It was the first occasion in the history of the world when all the nations of the earth were invited to make an exhibition of their natural productions, and the results of their labor in all the departments of industry.

Believing that great advantages would accrue to the people of the United States from having an agent present at this interesting display, who was competent to understand and describe all the objects of interest which might be exhibited, I authorized Mr. Charles F. Stansbury, an intelligent officer connected with the Patent Office, to go to London and discharge that duty.

He accordingly spent several months in making a minute examination of the most choice and valuable products of nature and art which were presented; and I have do doubt that his report, which is now in course of preparation, will be a valuable and interesting document. He was instructed to inform himself particularly in regard to all the natural productions, implements, machinery, manufactures, and processes of manufacture, works of art, and other objects of interest peculiar to each nation, so as to be able to impart the knowledge thus acquired to the people of our own country.

As all the latest improvements in machinery and the useful arts were there displayed, a careful description of them will be of great value to the Patent Office, in enabling it to decide whether machines and other alleged inventions and discoveries are really new and useful, so as to be proper subjects of patents, or copied from those exhibited at the London Fair. The farmer and mechanic will also be benefited by obtaining information as to the most approved implements, tools, and processes employed in their respective occupations; and the general reader cannot fail to be interested and instructed by an accurate and authentic account of the most extensive and varied collection of useful objects which has ever been brought together from the different quarters of the world. It is proposed to append this report to that of the Commissioner of Patents; and, if Congress shall deem it proper, to publish it with that document. It will doubtless greatly enlarge the circle of useful information, and give a new stimulus to the enterprise and industry of the people.

Agricultural Bureau.

In my last report I earnestly recommended the establishment of an Agricultural Bureau. My opinion on that subject remains unchanged; and I beg leave to refer to and reaffirm all that I then said in regard to it.

Agriculture is unquestionably the great interest of our country, whether we have reference to the number of persons employed in it or to the value of their productions. It appears from the census of 1840 that the whole number of persons at that time engaged in this pursuit was 3,719,951; in manufactures, 791,749; and in commerce, 117,607. More than four-fifths of the entire population were therefore employed in the cultivation of the soil. At present it is believed that the proportion is still greater, in consequence of the change in the policy of the Government, which has induced many to become agriculturists who were formerly engaged in manufactures. And yet we find that, whilst a large portion of the sessions of every Congress is devoted to the protection and encouragement of manufactures and commerce, nothing has been done for agriculture. Within a few years after the adoption of the Constitution, President Washington recommended to Congress the establishment of a Bureau of Agriculture, but nothing was done to carry his recommendation into effect.

The subject has since been brought to the attention of Congress from time to time, by Executive communications, reports of the heads of Department, and petitions from the people, but without success.

As the results of the late census have furnished official evidence of the importance of this interest, and as we are now at peace with all the world, and fortunately relieved from those distracting and embarrassing topics which have so long disturbed the harmony of our Legislative Assemblies, and withdrawn their attention from the true interests of the country, it seems to me that no time could be more auspicious than the present to secure for this great subject a candid and enlightened consideration.

The best mode of illustrating the utility of an Agricultural Bureau is to present a condensed statement of the duties which it should be required to perform. It should be charged with the duty of collecting and disseminating information in regard to the cultivation of the soil, in all its branches. It should investigate every proposed improvement in the tillage of the earth or in the construction of implements of husbandry. It should collect from our own and foreign countries every variety of seed, fruit, plant, and vegetable, and distribute them, with full and accurate information as to the soil, climate, and mode of cultivation best adapted to each. Through the agency of our national ships and merchant vessels arrangements could be made for the importation of all the valuable vegetable productions and animals of other countries. This would enable us to appropriate to ourselves the results of the wisdom, experience, and improvements of all the world in regard to agriculture, and we should soon be rendered independent of other countries for many articles which are now imported at great cost. One or more officers should be connected with it thoroughly acquainted with the principles of geology, mineralogy, chemistry, and botany, for the purpose of investigating and reporting upon the character and properties of every variety of soil, rock, mineral, and vegetable, and their adaptation to useful purposes. To this bureau should also be entrusted the duty of superintending the taking of each decennial census, and of procuring and classifying from year to year all the statistical information which can be obtained in respect to the agriculture, manufactures, commerce, tonnage, revenue expenditures, financial and banking systems, improvements by railways, canals, and roads, industrial pursuits, and general progress of every State in the Union, and of the principal nations of the world. By this means a vast fund of useful knowledge, which cannot now be obtained, would be always accessible to Congress and the Executive. The value of such information in shaping our own policy can hardly be estimated. Facts like these are the groundwork of all wise legislation. In the language of an enlightened statesman of Europe, "Statistical knowledge is 'the true basis of every just and paternal administration, 'and without it it is impossible to realize the ameliora'tions which are necessary to the prosperity of the coun'try." This remark is peculiarly applicable to our own country, whose interests are so diversified, and spread over such a wide extent of territory, as to render it impossible to legislate wisely in regard to them without a thorough knowledge of their value and relations to each other. The information furnished by the returns of our census is of great importance; but, when we remember that it is obtained but once in ten years, and that in the intermediate time rapid changes are going on, and new interests springing into existence, and new States added to the Union, it will at once be perceived that it is not sufficient for the purposes of our Government. It should be the duty of the officers of the bureau to keep pace with the annual progress of the nation, and to present to Congress at every session a condensed view of all the statistical information to be derived from the proper authorities of each State.

England, in connexion with her Board of Trade, has a Statistical Bureau and Registrar General, which keep the Government constantly advised of the general condition of the country and the facts illustrative of the progress and wants of each particular branch of its industry.

France has regarded the subject of agriculture of so much importance as to create a separate Department to take charge of its interests. She has also established, in connexion with it, a bureau of statistics, the results of whose labors are annually published for the information of her Government and people. There are also no less than twenty colleges in France, established under the patronage of the Government, in which botany, zoology, chemistry, agriculture, and the treatment of the diseases of cattle are the subjects of instruction. Committees are also employed constantly by the Government in investigating all improvements connected with agriculture, and in collecting and distributing seeds, plants, vegetables, and fruits.

The publications of the results of the inquiries and investigations of these different agents of the Government constitute the most valuable contributions which have been made to agricultural and statistical science; and I avail myself of this opportunity to say that the acknowledgments of this Department are due to the Minister of Agriculture for a valuable collection of seeds, &c., which he has courteously presented as specimens of the productions of France and its colonies.

In Belgium the subject of agriculture is under the control of the Minister of the Interior, but is assigned to a special bureau, attached to which is an agricultural council, consisting of eighteen members, two of whom are annually chosen by each of the nine provincial boards. There is also a statistical bureau connected with the Department, under the direction of one of the most scientific men in Europe.

Prussia has a bureau of statistics, which was established in 1806, and is now connected with the Department of Finance.

Austria, Russia, Sweden, and Spain, and other countries of Europe, have also exhibited their high appreciation of this branch of political science, by establishing bureaus to collect and classify all the important facts connected with the development of their resources and the condition and wants of their people.

The beneficial operation of these important agencies is every where visible in the improved condition of the agriculture of the countries into which they have been introduced, and in the exact information which the Government possesses of the value and progress of every department of its industry.

In view of these facts, I cannot but think that a just regard to the welfare of our country requires that Congress should lose no further time in establishing an agricultural and statistical bureau; and I therefore request that you will again invite their attention to the subject.

Mexican Boundary.

In my last report I stated that the initial point on the Pacific and the point of junction of the Gila with the Colorado river had been determined and fixed; that the intervening line had been run and marked, and temporary monuments erected thereon for a distance of about thirty miles.

The determination of the geographical positions of the "initial point" on the Pacific and the point of junction of the Gila and Colorado rivers by Major Wm. H. Emory furnished all the elements necessary for computing the azimuth of the straight line of boundary connecting these two points. The azimuth was computed and laid off at both extremities of the line, and what remained to complete this western or Pacific section, was the running and marking the line artificially upon the surface of the earth.

The joint commission, previous to their adjournment to meet at El Paso, appointed two engineers, one from each side, to complete this section of the work. Capt. E. L. F. Hardcastle was appointed, and conducted the work on the part of the United States, which was completed on the 14th of July last. The line was run throughout its whole extent, (about 150 miles,) and is artificially marked by appropriate and permanent monuments. A marble monument seventeen feet in height was placed at the "initial point" on the Pacific coast, and six monuments of cast iron were located at other points along the line, as follows, viz. one near the point of junction of the Gila and Colorado rivers, one at the crossing of the Colorado, one where the line crosses the Emigrant trail on the desert, one where it crosses the bed of New river, and two where it crosses the two main roads leading into Lower California.

The duty of running and marking the eastern section of the line, commencing at the Rio Grande and extending thence to connect with the line at the junction of the Gila and Colorado, was confided, on the part of the United States, to John R. Bartlett, Esq., who was appointed a commissioner for that purpose on the 14th of June, 1850.

Shortly after his appointment, Mr. Bartlett organized his party and proceeded to the scene of his duties. He arrived at Indianola, Texas, on the 31st August, 1850. He there detailed a company to make a chain and compass survey, and to carry a line of levels to determine a profile of the route from Indianola to El Paso. At Indianola he was met by great and unexpected difficulties arising from the scarcity of provisions and deficiency in the means of transportation. By the terms of the adjournment agreed upon by the Commissioners, they were required to meet at El Paso on the first Monday in November, 1850; but, in consequence of the obstacles referred to, Mr. Bartlett was unable to reach that place before the 13th of that month. Fortunately, however, his delay caused no practical inconvenience, as the Mexican Commissioner did not arrive until the 1st of December. The first meeting of the Commissioners was held on the 3d day of December, 1850. The instructions to Mr. Bartlett required him to establish the line according to the terms of the treaty, and the map of Disturnell, of 1847, referred to in it. It was soon found, however, that the subject was encompassed by difficulties, as actual observations proved that many of the important points on the map were located a considerable distance from their true position. According to Disturnell's map the longitude of the Rio Grande, near the initial point of the line, would appear to be 27° 35′ west from Washington, whereas its true position is 29° 40′, thus showing an error of more than two degrees.

The 5th article of the treaty requires that the line shall run from the initial point, which is where the Rio Grande strikes the southern line of New Mexico, along that line westwardly, its entire length, which appears, from the map, to be three degrees of longitude.

Many propositions and counter propositions were submitted by the two Commissioners respectively. The Mexican Commissioner proposed to ascertain the true geographical position of the *western* extremity of the southern line of New Mexico, and run the line thence to the Rio Grande. To this, however, the Commissioner of the United States would not agree, because, as the Rio Grande was in fact more than two degrees west of its supposed position, the effect of that proposition would have been to give the United States a line extending westward but about one degree, instead of three degrees from that river.

Difficulties also existed in regard to the latitude of the point where the Rio Grande strikes the southern line of New Mexico. By the map it appears to be at latitude 31° 45′, whereas the true position is latitude 32° 22′.

After much discussion it was agreed between the Commissioners, on the 25th of December last, that the "initial point" should be established "where the Rio Grande strikes the southern boundary of New Mexico at 32° 22′ north latitude," and 2d, that the line should extend thence westward three degrees of longitude. When the commission was originally organized, Brevet Lt. Col. J. McClellan was detailed by the War Department to act as its chief astronomer. In the month of October, 1850, it was found necessary to recall him, and Brevet Lt. Col. Graham was immediately ordered to take his place, in the confident expectation that under his direction the work would be vigorously prosecuted. He did not, however, arrive at El Paso until the 24th day of June, 1851; and misunderstandings having arisen between him and the Commissioner in regard to their respective functions and powers, which caused a suspension of active operations on the line, it was deemed proper to recall him and to substitute Brevet Major Wm. H. Emory, the officer who superintended the running and marking of the line from the Pacific coast to the Colorado. He was appointed on the 13th day of September last, and within ten days thereafter took his departure for the theatre of his operations. He arrived at San Antonio, in Texas, early in October, and, it is supposed, has by this time joined the commission.

The known experience, ability, and energy of Major Emory in conducting operations in the field furnish the surest guaranties for the prompt and faithful prosecution of the survey.

After the withdrawal of Lt. Col. McClellan from the Astronomical Corps, Lieut. Whipple, the officer next in rank, took charge of its operations, and at the latest advices the line had been ascertained and run from the initial point on the Rio Grande to the neighborhood of "the Copper Mines," a distance of more than 150 miles. It will be impossible, however, to complete the work within the time allowed by law, and an extension of it will therefore be indispensably necessary. The number of persons attached to the Commission was found to be greater than necessary, and it has, therefore, been considerably reduced.

The District of Columbia.

I deem it my duty to invite particular attention to the interests of this District. Being unrepresented in the councils of the nation, its citizens are obliged to rely on the justice and magnanimity of Congress for such legislation as its welfare may require. The acceptance by Congress of exclusive jurisdiction over it, carried with it an obligation to fulfil all the duties which pertain to that relation; and, judging from the past, there is no reason to doubt that all the just demands of its citizens will be promptly and liberally supplied. The city of Washington has peculiar claims on the munificence of Congress. It owes its existence to the establishment of the seat of the Federal Government here. It was planned with reference to the purposes of Government, and not for the convenience of its permanent inhabitants. The extensive scale on which its avenues and streets and public grounds were laid out, and the powers reserved over them, prove conclusively that its founders intended that they should be improved and adorned by the General Government. It being the residence of most of the Executive officers during their term of service, and of the members of the two houses of the Legislature whilst they are in session, and also of the representatives of foreign Governments, near our own, we should feel a patriotic desire to add to its comforts and attractions, and to render it worthy of the name of its founder, and of its relation to our great Republic. At a very early period of its history the idea was suggested of supplying it with water from some of the neighboring streams, and surveys were made with the view of carrying it into effect. No efficient measures, however, were adopted, and the scheme was for the time abandoned. On the 30th September, 1850, Congress, being impressed with a just sense of the importance of the subject, adopted a resolution directing the War Department to cause necessary surveys and estimates to be made to show the practicability and cost of introducing a copious supply of pure water into the city.

In January, 1851, the Secretary of War reported to Congress the results of the survey, which showed that an ample supply could be obtained at a cost of $500,000. This sum is so small compared with the advantages to be derived from the work, that I cannot hesitate to urge the adoption of the plan proposed in the report. The losses which the Government and individuals have already sustained by the destruction by fire of the former Treasury Building, General Post Office, and Patent Office, and other public buildings, amount to more than the estimated cost of the improvement. The archives of the country and the various public edifices are still exposed to constant danger from the same cause. A prudent regard for their security would of itself be sufficient to justify the undertaking; but when to this is superadded the obligation to provide for the comfort, and health, and safety of the inhabitants of the city, it would seem to be a matter of imperative duty.

In my last annual report I invited attention to the designation of the Department, and renewed the recommendation of my predecessor for the creation of the office of Solicitor. Experience in the diverse and important duties with which this Department is charged still strengthens my conviction as to the propriety of that recommendation; and, without repeating the reasons therefor, I beg leave again to bespeak for it the consideration of Congress.

ALEX. H. H. STUART,
Secretary of the Interior.

(A.)

Periods.	Aggregate amounts of expenses of Courts of the United States paid out of the Judiciary fund, with the salaries and compensation of the Marshals and District Attorneys added thereto.	Average amount paid annually.
From—		
1791 to 1793 3 yrs	34,875 86	11,425 28
1794 to 1799 6 "	153,497 97	25,582 99
1800 & 1801 2 "	84,428 79	42,214 39
1802 to 1805 4 "	174,443 69	43,610 92
1806 to 1809 4 "	299,908 89	74,977 22
1810 to 1813 4 "	282,640 49	70,660 12
1814 to 1817 4 "	321,030 69	80,257 67
1818 to 1821 4 "	468,748 99	117,187 24
1822 to 1825 4 "	513,700 90	128,425 22
1826 to 1829 4 "	598,333 62	149,583 40
1830 & 1831 2 "	408,865 03	204,432 51
1832 to 1837 6 "	1,559,161 49	259,860 24
1838 & 1839 2 "	642,703 43	321,351 71
1840 & 1841 2 "	747,390 26	373,695 13
1842 to 1847 5½ "	2,555,427 77	464,623 23
1848 & 1849 2 "	938,446 05	469,223 02
1850 1 "	513,428 20	564,854 04
1851 1 "	616,279 89	

Increase per centum of population and expenses of courts since the year 1800.

	Population.		Increase.	Expenses of courts.		Incre'se.
	In 1800.			ye'r 1800.		
1800 to 1820	5,305,925	9,638,131	81 per ct.	42,214 29	117,187 24	177 p. ct.
1800 to 1830	5,305,925	12,866,920	142 "	42,214 29	204,432 51	384 "
1800 to 1840	5,305,925	17,062,566	220 "	42,214 29	373,695 13	785 "
1800 to 1849	5,305,925	22,000,000	314 "	42,214 29	469,223 02	1,011 "
1800 to 1851	5,305,925	23,000,000	333 "	42,214 29	564,854 04	1,237 "